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For action

Recommendation for funding for a short-duration country programme**

Liberia

Summary

The present document contains a recommendation for funding from general resources and supplementary funds for the country programme of Liberia with a duration of two years to support activities that will lead to the preparation of a full-length country programme. The Executive Director *recommends* that the Executive Board approve the amount of $2,046,000 from general resources, subject to the availability of funds, and $16,000,000 in supplementary funds, subject to the availability of specific-purpose contributions, for the period 1999 to 2000.

* E/ICEF/1998/12.

** The figures provided in the present document are final and take into account unspent balances of programme cooperation at the end of 1997. They will be contained in the "Summary of 1998 recommendations for general resources and supplementary funding programmes" (E/ICEF/1998/P/L.21).

Basic data
(1996 unless otherwise stated)

Child population (millions, under 18)	1.11
U5MR (per 1,000 live births)	235
IMR (per 1,000 live births)	157
Underweight (%, moderate and severe)	...
Maternal mortality rate (per 100,000 live births, 1990)	560
Literacy (% male/female, 1995)	54/22
*Primary school enrolment (% net, male/female, 1995)	59/53
Primary school children reaching grade 5 (%)	...
*Access to safe water (%, 1995)	46
Routine EPI vaccines financed by Government (%, 1995)	0
**GNP per capita (US$, 1987)	490
*One-year-olds fully immunized against:	
tuberculosis:	84 per cent
diphtheria/pertussis/tetanus:	45 per cent
measles:	44 per cent
poliomyelitis:	45 per cent
Pregnant women immunized against tetanus:	35 per cent

* Refers to Greater Monrovia only.
** 1996 GNP is estimated to be $785 or less.

The situation of children and women

1. Since the last major eruption of fighting broke out in Monrovia in April 1996, relative peace and stability have brought greater security and access to all parts of the country. Almost 12 months after peace returned to Liberia, Presidential elections were held. Despite the relative absence of violence, large numbers of people remain displaced. Now that the entire country is accessible, the level of destruction of physical infrastructure and service delivery systems has become evident. As a result of the seven-year civil war, health clinics, hospitals and schools have been destroyed, qualified human resources are hard to come by and government capacity to formulate policy and implement and monitor service delivery is low. Only 165 of 359 health clinics and only 4 of 33 district and county hospitals are operational. No more than 3,000 qualified teachers are available today, against some 12,000 prior to the war. Social service delivery systems have all but collapsed as a result of destruction and neglect, severely constraining the Government's

capacity to ensure the survival and development of its children.

2. The security situation, while improving steadily, remains relatively tenuous. Unrest in Sierra Leone has driven tens of thousands of refugees across the border into the western counties of Liberia. The reform of the Armed Forces of Liberia on a non-tribal basis is yet to start and the reconstitution of a trained and professional police force has been delayed. Significant violations of child rights during the civil conflict have resulted in high numbers of former child soldiers, juvenile offenders, children working and living in the street, orphans and other vulnerable groups of children who remain in need of special protection, assistance and reintegration into society.

3. Current mortality rates are not available but it is estimated that mortality and morbidity have worsened. Available data hide significant geographic disparities caused by the large concentration of displaced persons in urban areas. Major causes of child mortality and morbidity are malaria, diarrhea, acute respiratory infections (ARI) and vaccine-preventable diseases. Another legacy of the war are the estimated 10,000 to 15,000 former child soldiers with little education and no marketable skills. Their effective reintegration continues to pose an enormous challenge. Further, an estimated 20,000 to 30,000 primary school age children have not attended school regularly in the last seven years.

Programme cooperation, 1997-1998

4. In the past two years, the situation, while volatile was sufficiently stable to allow programme implementation in an increasing number of counties. While maintaining an emergency response capacity, the 1997-1998 programme of cooperation, which had total funding (general resources and supplementary funds) of $22 million, focused on the revitalization of health, water and sanitation and education services. UNICEF, working with the Government and non-governmental organizations (NGOs) helped nine of the country's 13 counties, as well as camps for internally displaced persons, to resume health services, reopen schools and improve access to safe drinking water and proper sanitation.

5. The health and nutrition programme, implemented in collaboration with the Ministry of Health, focused on the revitalization of 93 clinics and five referral facilities that provided a minimum package of health care (immunization, treatment of common illnesses (diarrhoea, ARI, malaria) and antenatal and postnatal care). UNICEF, in partnership with the European Union and the United States Agency for International Development (USAID), supported the National Drug Service in ensuring the availability of essential drugs and vaccines to 165 operational health facilities in 12 counties. The reactivation and strengthening of nine county health teams to ensure the provision of health services was a significant achievement. A variety of national and international NGOs received support from UNICEF for mobile clinics and immunization outreach campaigns.

6. UNICEF, in partnership with the Ministry of Rural Development, the Liberia Water and Sewer Corporation and NGOs, helped to minimize outbreaks of water-related diseases through periodic chlorination, construction and repair of wells, hand pumps and family latrines, and hygiene education and sanitation in camps for displaced persons. Approximately 480,000 people in rural Liberia gained access to safe drinking water, as did 350,000 residents of shelters and shanty towns. Some 160 schools and clinics were equipped with wells and latrines. At the policy level, UNICEF played a major role in sectoral coordination and in the development of national guidelines for water and sanitation facilities.

7. UNICEF, the United Nations Development Programme (UNDP), the United Nations Office for Project Services (UNOPS) and the World Food Programme (WFP) are collaborating with the Ministry of Education to revitalize and rehabilitate basic education. UNDP/UNOPS undertook the renovation of 100 primary schools and UNICEF provided these, 400 other primary schools in nine counties and six curriculum centres with educational supplies and equipment. Short-term, intensive in-service training was provided for about 2,000 teachers in eight counties. Four NGOs, on behalf of the Ministry, distributed 250,000 copies of the national curriculum covering nursery through high school and 1.2 million copies of elementary school textbooks (grades 1 to 6).

8. UNICEF and USAID supported vocational training centres in 16 sites covering 10 counties for approximately 5,000 teenagers affected by the war. Three centres for female former child soldiers and "rebel wives" have been established in collaboration with Calvary Chapel of Liberia and Don Bosco Homes. Under the physical rehabilitation project, UNICEF is rebuilding local capacity to produce prosthetics and conduct community-based rehabilitation for the physically disabled. UNICEF also supports the economic reintegration of 30 women's groups in three counties through a project for abused women and girls.

9. Community mobilization emphasized child rights and community involvement in and support to the maintenance and utilization of services. About 30 community committees were established to educate and disseminate child survival and development messages and to promote self-help and community participation. HIV/AIDS awareness and prevention was conducted through training of peer counselors, teachers and students from 25 schools. Training was also provided for nurses, traditional birth attendants and 25 sex education workers in three counties. With the support of UNICEF, the first Juvenile Court was opened in June 1997 and a National Conference on Children was held in December 1997, with the theme, "Children First - On the New National Agenda". The National Conference on Children was convened by the Ministry of Planning and Economic Affairs and the Center for Democratic Empowerment, the Inter-Faith Council, the Association of Female Lawyers of Liberia, Voice of the Future (a children's NGO) and Liberia Women's Initiative.

Lessons learned

10. The combination of decentralized government structures and NGOs was effective in ensuring service delivery at the county and community levels. However, low central capacity resulted in an absence of national policies and guidelines, lack of uniformity in programme policies, poor supervision and uneven results. The new programme will pay particular attention to strengthening the capacity for policy formulation and quality assurance of selected ministries and to consolidating the capacity of service providers at the subnational level.

11. Collaboration with civil society in the promotion of child rights was reasonably effective and helped to create the Juvenile Court and to convene the National Conference on Children, which led to the creation of an "Eminent Persons Group" whose mandate is to promote and advocate for children's rights. The Eminent Persons' Group is composed of reputable Liberian citizens drawn from both civil society and Government. UNICEF will strengthen its support to similar low-investment, high-impact initiatives involving civil society.

12. Although Liberia is not among the pilot countries of the United Nations Development Assistance Framework, close collaboration and harmonization of the programmes of UNICEF, UNDP, the United Nations Population Fund (UNFPA) and WFP enabled the Ministry of Education to reactivate 500 elementary schools for an estimated 200,000 students. Similarly, UNFPA and UNICEF combined resources in revitalizing six health centres and district hospitals and 93 clinics that provided essential services, including reproductive health. These partnerships, developed by the country office through memoranda of understanding, will be strengthened in the new country programme to promote synergy between the activities of United Nations agencies.

Recommended programme cooperation, 1999-2000

Estimated annual expenditure

(In thousands of United States dollars)

	1999	*2000*	*Total*
General resources			
Health, nutrition and water	200	250	450
Protection	200	200	400
Child development	288	308	596
Communication	100	100	200
Cross-sectoral costs	200	200	400
Subtotal	**988**	**1 058**	**2 046**

Supplementary funds			
Health, nutrition and water	4 100	3 100	7 100
Protection	2 900	1 900	4 800
Child development	2 000	1 400	3 400
Communication	300	300	600
Subtotal	**9 300**	**6 700**	**16 000**
Total	**10 288**	**7 758**	**18 046**

13. Given the country's fragile stability and the still emerging capacity of the Government to define and pursue post-war reconstruction policies and strategies, and in consonance with the duration and objectives of the National Reconstruction Programme, UNICEF and the Ministry of Planning and Economic Affairs have agreed that a short-duration programme is required. The principal objectives of the programme are to (a) revitalize basic social services, including primary health care (PHC) and basic education, in order to contribute to reduced infant, chid and maternal mortality; (b) facilitate the re-integration of war-affected children into social and community structures; and (c) advocate and promote the protection of the rights of Liberian women and children. Strategies will focus primarily on advocating for heightened attention to women's and children's rights, supporting government efforts to develop programme policy, monitor implementation and enforce quality standards, and strengthening selected subnational structures and NGOs to deliver health, water and sanitation and education services at the community level. Due emphasis will be placed on national ownership and inter-agency collaboration in order to increase effectiveness and sustainability.

14. The overall objective of the *health, nutrition and water* programme is to increase access and improve the quality of PHC services. To this end, primary and selected secondary health services will be revitalized in collaboration with UNFPA and the World Health Organization (WHO). The revitalization component will include: (a) integrated management of childhood illnesses (malaria, diarrhoea, ARI, etc); (b) immunization; and (c) promotion of women's health and nutrition, including adolescent health, essential obstetric care, including on an emergency basis, complementary feeding promotion and micronutrients. Support will be provided for the reintroduction of the Bamako Initiative health strategy to enhance community participation and the quality and sustainability of services. Capacity-building will include training of health staff and strengthening the supervision capacities of the county health teams to take over and sustain the management of the delivery system. Technical assistance will be provided to the Ministry of Health to strengthen policy formulation, coordination and supervision of county health teams and the delivery of health services.

15. The provision of safe water and sanitation facilities in rural areas and shanty towns will remain a strategic priority for reducing the incidence of diarrhoeal disease and malnutrition. Community participation will remain crucial for site selection, management and maintenance. The water and sanitation project will continue to promote such appropriate technologies as shallow wells, hand-pumps suitable for village-level operation and maintenance and SANPLAT latrines. Local NGOs will continue to train community teams and undertake projects. Increasingly, personnel from the Ministry of Rural Development and the Ministry of Lands, Mines and Energy will receive training in the construction of wells, installation and maintenance of hand-pumps and sector monitoring. Government guidelines on standardization and support for hygiene education will be promoted among NGO partners.

16. The *protection* programme will support the reintegration of war-affected youth into society and the formulation of sustainable protection measures for all categories of vulnerable children and women. Support to government and other partners will focus on the formation of a national child protection network and the development of appropriate protection measures for children in conflict with the law, children living in the

street, orphans, working children and other categories of children with special needs. UNICEF will work to influence government budgetary allocations to the social sectors. Advocacy, including through the Eminent Persons Group, will promote legislation and policies in favour of children, aim to improve the skills and knowledge of magistrates and police officers in dealing with juvenile offenders, and support the enforcement of existing policies regarding orphans and children living and working in the streets. Special efforts will be made to increase information sharing and coordination with UNICEF Sierra Leone as part of a subregional protection strategy. Vocational training, psycho-social support and placement services will be provided to 10,000 teenagers nationwide as part of the reintegration effort. Special emphasis will be placed on women and teenagers with special needs as a result of the conflict. Graduates will receive support through self-employment and job placement schemes.

17. The primary objective of the *child development* programme is to increaseaccess to and completion of basic education, especially for girls. Accelerated learning to facilitate re-integration of war-affected youth will be combined with support to basic education in order to improve the quality of instruction while increasing access and retention for all Liberian children. The accelerated learning programme is a package designed to reintegrate children aged 8-13 years who are still at the first grade level. This compact curriculum, consisting of materials selected from lower primary grades and taught to children in an individualized manner, will prepare 20,000 to 30,000 such children to catch up on their lost years. The basic education project emphasizes improved access and retention. UNICEF assistance will focus on teacher training, curriculum development and text book management, and the availability of school supplies and equipment. Special strategies will be developed to increase girls' access to and retention in elementary and junior high education.

18. The goal of the *communication* programme is to impart to communities and families knowledge, skills, and values that will increase awareness and demand for basic services, foster community participation and ensure the protection of children and women. Emphasis will be placed on the development of a communication strategy that utilizes indigenous media channels and modes of communication for the dissemination of information and the acquisition of knowledge and skills.

19. Central to the process of promoting behavioral change will be the organization and equipping of community committees around which mobilization activities will be developed. Communication support will focus on immunization, control of diarrhoeal diseases and ARI. Other issues targeted for promotion will include safe motherhood, HIV/AIDS prevention, water storage and use, school enrolment and retention of girls, exclusive breast-feeding, salt iodization and female genital mutilation.

Monitoring and evaluation

20. The programme will be monitored by a series of indicators for which data will be collected and analyzed through routine mechanisms and sector-specific studies and evaluations. To monitor and evaluate the situation of women and children in post-war Liberia, the common country database developed in 1998 by the United Nations system in Liberia will serve as a baseline. In addition, UNICEF intends to collaborate with UNFPA, USAID and the Ministry of Planning and Economic Affairs in the implementation of the first Demographic and Health Survey after the civil conflict. Support will also be given to the Health Information System and to the Ministry of Planning and Economic Affairs for social policy analysis, as well as for monitoring the implementation of the Convention on the Rights of the Child.

Programme funding and management

21. The Ministry of Planning and Economic Affairs is responsible for coordinating UNICEF support to government programmes and priorities. Annual project plans of action will be prepared jointly and annual reviews held with Government, NGOs and other partners. Within the United Nations system, UNICEF will continue to promote active collaboration under the leadership of the resident coordinator. Within UNICEF, greater integration and monitoring will be pursued through quarterly programme reviews, joint annual planning with government and other partners and monthly programme meetings. UNICEF and the Government will continue to maintain adequate emergency supplies and a decentralized approach to service delivery through an array of governmental and non-governmental partners in order to maintain the capacity to respond rapidly to any humanitarian crises.

22. With the reconstruction and recovery phase well under way, donor conferences and bilateral cooperation are expected to resume and consolidated emergency appeals will cease. Partnerships established with donor Governments, the World Bank and National Committees for UNICEF will be strengthened to ensure the continued availability of funds, thus ensuring a meaningful by UNICEF to the reconstruction of Liberia and a place for

children on the national agenda. General resources will be used to support a modest package of service delivery, policy, and sector strategy development. Supplementary funding will support capacity-building, systems rehabilitation and the expansion of the delivery of basic health, education, reintegration and protection services to children and women in all 13 counties.

TABLE

LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

COUNTRY : LIBERIA
PROGRAMME : 1999-2000

PROGRAMME SECTION/AREAS AND FUNDING SOURCE	PROGRAMME BUDGET				POSTS a/										STAFF COSTS b/		
	GR	FSF	NSF	TOTAL	D2/L7	D1/L6	P/L5	P/L4	P/L3	P/L2	IP	NP	GS	TOTAL	IP	LOCAL	TOTAL
GENERAL RESOURCES :																	
HEALTH, NUTRITION AND WATER	450,000			450,000	0	0	0	0	0	0	0	2	0	2	92,320	139,948	232,268
PROTECTION	400,000			400,000	0	0	0	0	0	0	0	1	1	2	0	83,577	83,577
CHILD DEVELOPMENT	596,000			596,000	0	0	0	0	0	0	0	1	0	1	0	57,358	57,358
COMMUNICATION	200,000			200,000	0	0	0	0	0	0	0	0	1	1	0	13,603	13,603
CROSS-SECTORAL COSTS	400,000			400,000	0	0	0	0	0	0	0	1	7	8	78,735	255,731	334,466
TOTAL GR	2,046,000			2,046,000	0	0	0	0	0	0	0	5	9	14	171,055	550,217	721,272
SUPPLEMENTARY FUNDING :																	
HEALTH, NUTRITION AND WATER		0	7,100,000	7,100,000	0	0	0	1	0	0	1	2	5	8	233,829	251,574	485,403
PROTECTION		0	4,700,000	4,700,000	0	0	0	1	0	0	1	0	2	3	354,071	48,256	402,327
CHILD DEVELOPMENT		0	3,400,000	3,400,000	0	0	0	1	0	0	1	0	3	4	326,149	61,859	388,008
COMMUNICATION		0	600,000	600,000	0	0	0	0	0	0	0	0	0	0	0	0	0
CROSS-SECTORAL COSTS		0	200,000	200,000	0	0	0	0	1	0	1	0	0	1	199,422	0	199,422
TOTAL SF		0	16,000,000	16,000,000	0	0	0	3	1	0	4	2	10	16	1,113,471	361,689	1,475,160
TOTAL GR & SF	2,046,000	0	16,000,000	18,046,000	0	0	0	3	1	0	4	7	19	30	1,284,526	911,906	2,196,432
SUPPORT BUDGET			Operating costs	1,132,948													
			Staffing		0	0	1	1	1	0	3	2	8	13	977,335	374,289	1,351,624
GRAND TOTAL (GR + SF + SB)					0	0	1	4	2	0	7	9	27	43	2,261,861	1,286,195	3,548,056
Number of posts and staff costs:																	
Current programme cycle											8	11	27	46			
At the end of proposed programme cycle (indicative only)											7	9	27	43	2,261,861	1,286,195	3,548,056

GR = general resources.
SF = supplementary funding.
FSF = funded supplementary funding.
NSF = new supplementary funding.
IP = international Professional.
NP = national Professional.
GS = General Service.
SB = support budget.

a/ Each post, regardless of its funding source, supports the country programme as a whole.
b/ Excludes temporary assistance and overtime.